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Message Text

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ACTION IO-14

INFO OCT-01 ISO-00 AF-10 ARA-16 EA-11 EUR-25 NEA-10 RSC-01

CIAE-00 DODE-00 NSAE-00 NSCE-00 SSO-00 USIE-00 INRE-00

CCO-00 ACDA-19 TRSE-00 PM-07 H-03 INR-10 L-03 NSC-10

PA-04 PRS-01 SPC-03 SS-20 DRC-01 /169 W
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O 130114Z DEC 73 ZFF-6
FM USMISSION USUN NY
TO SECSTATE WASHDC IMMEDIATE 2010
INFO AMEMBASSY LONDON IMMEDIATE
AMEMBASSY AMMAN
AMEMBASSY BEIRUT
AMEMBASSY MOSCOW
AMEMBASSY PARIS
AMEMBASSY TEL AVIV
AMEMBASSY BELGRADE
AMEMBASSY CONAKRY
AMEMBASSY NEW DELHI
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AMCONGEN JERUSALEM

C O N F I D E N T I A L SECTION 1 OF 2 USUN 5591

LONDON FOR SECRETARY'S PARTY

E.O. 11652: GDS
TAGS: PFOR, UN, XV
SUBJ: INFORMAL SECURITY COUNCIL CONSULTATIONS ON ME

1. SUMMARY. IN INFORMAL CONSULTATIONS DEC 12, SC
DEBATED PROPER RELATIONSHIP OF COUNCIL TO SYG'S PARTICI-
PATION IN ME PEACE CONFERENCE. MOST MEMBERS COULD
ACCEPT NON-ALIGNED DRAFT RES OR CONSENSUS -- WITH EXCEPTION
OF FRANCE WHICH STRONGLY DESIRED EXPLICIT SC "AUTHORIZATION"
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OF SYG PARTICIPATION, CLEARLY DEFINED MANDATE AND
INSTRUCTIONS TO REPORT BACK TO COUNCIL.
US SAID SOME DETAILS REMAINED TO BE WORKED OUT BY
PARTIES RE ROLE OF SYG, BUT HOPED FINAL OBSTACLES TO INVITA-

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TION WOULD BE ARRANGED IN NEXT DAY OR SO. US BELIEVED SYG SHOULD
HAVE MEANINGFUL ROLE, AND ARRANGEMENTS WERE UNDER WAY WHEREBY HE
WOULD PRESIDE AND MAKE OPENING STATEMENT WHEN CONFERENCE CONVENED.

2. SECURITY COUNCIL HELD INFORMAL CONSULATION DEC. 12
REGARDING ROLE OF COUNCIL AND SYG AT MIDDLE EAST PEACE
CONFERENCE.

3. NON-ALIGNED VIEWS WERE STATED BY GUINEA, YUGOSLAVIA
AND INDIA, LATTER TAKING CONSIDERABLY MORE CONSERVATIVE
VIEW OF SC'S ROLE THAN FORMER TWO. GUINEA SAID THAT SC
RESOLUTION 338'S REFERENCE TO "APPROPRIATE AUSPICES" IN
ITS VIEW CLEARLY MEANT SC AND UN. THUS GUINEA WISHED TO
DETERMINE EXACTLY WHAT COUNCIL SHOULD DO NOW, RATHER THAN
BEING FACED WITH FAITS ACCOMPLIS JUST BEFORE CONFERENCE
CONVENED. GUINEA SAID ITS PREFERENCE WOULD HAVE BEEN FOR
A MORE VIGOROUS TEXT THAN NON-ALIGNED WORKING PAPER THAT
HAD BEEN DISTRIBUTED TO COUNCIL MEMBERS.

4. YUGOSLAVIA SAID CRITICAL QUESTION WAS WHETHER SC
SHOULD PLAY MEANINGFUL ROLE IN ME PEACE SETTLEMENT OR
SHOULD BE BYPASSED. AT VERY LEAST COUNCIL SHOULD BE KEPT
FULLY INFORMED. AS FOR SYG, THERE NO QUESTION OF HIS
PARTICIPATING UNLESS AUTHORIZED BY COUNCIL AND INSTRUCTED
TO INFORM COUNCIL. YUGOSLAVIA HAD NO STRONG VIEW AS
TO WHETHER COUNCIL'S AUTHORIZATION TO SYG SHOULD BE ON BASIS OF
RESOLUTION OR CONSENSUS. IF CONSENSUS WAS DECIDED UPON,
YUGOSLAVIA BELIEVED FORMAL COUNCIL MEETING RATHER THAN
INFORMAL CONSULTATIONS WAS PREFERABLE, BUT AGAIN HAD NO
STRONG FEELINGS ON MATTER.

5. INDIA RECOGNIZED THAT DIFFICULT AND DELICATE
NEGOTIATIONS WERE IN PROCESS, BUT WAS CONCERNED ABOUT
UN'S "IMAGE". INDIA HAD HELPED DRAFT WORKING PAPER IN
SUCH A WAY AS TO MAINTAIN FLEXIBILITY IN ROLE OF SC AND SYG.
IT REALIZED SYG COULD NOT REPRESENT COUNCIL AND THAT MANDATE
WAS THEREFORE IMPOSSIBLE. NEVERTHELESS, THIS DID NOT EXCUSE
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SC FROM TAKING APPROPRIATE ACTION SINCE IT HAD BEEN
SEIZED OF MIDDLE EAST QUESTION FOR A GENERATION.

6. FRANCE IN TART LANGUAGE SAID IT TOO UNDERSTOOD DIFFICULTY
OF CURRENT NEGOTIATIONS, BUT THAT WAS NO REASON FOR UN TO ABANDON
ITS ROLE AND RESPONSIBILITY IN ME OR FOR SC TO BE SET
ASIDE SINCE ANY SETTLEMENT MUST BE GUARANTEED BY UN TO
ASSURE PEACE AND SECURITY FOR ALL PARTIES, AND IT COULD
NOT BE SO GUARANTEED UNLESS COUNCIL WAS KEPT INFORMED
THROUGHOUT. TWO PERMANENT MEMBERS CANNOT OF THEMSELVES
ISSUE INSTRUCTIONS OR MANDATE TO SYG. ONLY SC CAN ISSUE
AUTHORIZATION AND DEFINE MANDATE, AND BOTH ELEMENTS WERE
NECESSARY IN FRENCH VIEW. FRANCE DID NOT SHARE INDIA'S

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VIEW THAT MAIN PURPOSE OF SYG PARTICIPATION WAS
COSMETIC IN SENSE OF PERSERVING THE UN'S IMAGE. THAT
CONCEPT WAS TO REDUCE COUNCIL'S ROLE TO MINIMUM -- A
MINIMUM WHPCH FRANCE COULD NOT ACCEPT. NEVERTHELESS,
IF THAT WAS RULE OF MAJORITY FRANCE "WOULD PERHAPS NOT
OPPOSE." FRANCE ALSO CONSIDERED THAT SYG MUST PRESIDE
OVER CONFERENCE, AND COULD IN NO WAY BE CONSIDERED ON
SAME PLANE AS PARTICIPATING FOREIGN MINISTERS. MOREOVER
IS SYG GOES WITH COUNCIL'S AUTHORITY, HE MUST HAVE
MANDATE TO INFORM SC BOTH ON PROGRESS AND RESULTS OF
CONFERENCE. FRANCE FAVORED RESOLUTION RATHER THAN
CONSENSUS BUT, IF MAJORITY FAVORED CONSENSUS IT WOULD
NOT OPPOSE ON CONDITION CONSENSUS CONTAINED AUTHORIZATION,
MANDATE, AND CLEAR INSTRUCTIONS TO SYG TO REPORT BACK
TO COUNCIL.

7. US (BENNETT) SAID WE UNDERSTOOD THAT RECENT WEEKS HAD BEEN
PERIOD OF FRUSTRATION FOR MANY -- A WAITING PERIOD WHILE
DELICATE NEGOTIATIONS WERE UNDERWAY. WITH ALL THE PATIENCE
THAT MEMBERS HAD SHOWN SO FAR, THEY WOULD PROBABLY HAVE TO
SHOW A LITTLE MORE. INSTEAD OF DWELLING ALTOGETHER ON PROBLEMS
BEFORE US, HE THOUGHT WE SHOULD GIVE DUE RECOGNITION TO PROGRESS
ALREADY MADE. HE BELIEVED PRINCIPAL INTEREST OF EVERY COUNCIL
MEMBER WAS THAT CONFERENCE BE A SUCCESS; THIS WAS MORE IMPORTANT
THAN CONCERN OVER DETAILS OR ROLES TO BE PLAYED. HE WISHED TO
STRESS THAT ARRANGEMENTS DEPENDED ON AGREEMENT OF PARTIES CONCERNED,
AND THIS WAS CLEARLY NOT A SIMPLE MATTER AFTER GENERATION OF BITTER
STRIFE. PROGRESS WAS NEVERTHELESS BEING MADE. US HOPED FINAL
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AGREEMENT AMONG PARTIES ON INVITATIONS WILL BE WORKED OUT IN NEXT
DAY OR SO. AT THAT POINT PARTIES WOULD BE IN A POSITION REQUEST
SYG TO ISSUE INVITATIONS TO CONFERENCE. INITIAL PARTICIPANTS
WILL BE EGYPT, ISRAEL, JORDAN AND SYRIA. AT PRESENT, HOWEVER,
SOME DETAILS REMAINED ON WHICH PARTIES HAD NOT YET AGREED REGARDING
ROLE OF SYG. US BELIEVED SYG SHOULD HAVE MEANINGFUL ROLE. WE
STRONGLY HOPED HE WOULD PRESIDE OVER OPENING MEETING AND MAKE
INAUGURAL STATEMENT. CONFERENCE WOULD THEN BREAK DOWN INTO
WORKING SESSIONS, WHICH WOULD BE CONDUCTED AT OTHER THAN FOREIGN
MINISTER LEVEL. SYG WOULD BE REPRESENTED BY HIS REPRESENTATIVE
AT ALL CONFERENCE SESSIONS AND WOULD AS MATTER OF COURSE REPORT
TO SYG ON DEVELOPMENTS. WE WOULD EXPECT SYG TO FOLLOW USUAL
CUSTOM AND KEEP SC MEMBERS ADVISED, AS GROUP AND AS INDIVIDUALS.
US BELIEVED ARTICLE 100 OF UN CHARTER (STRESSED BY FRANCE)
HAD NO RELEVANCE TO PRESENT SITUATION. SYG HAS INHERENT
AUTHORITY TO DEAL WITH GOVTS, AND TO ACT FOR UN AS A WHOLE.
US COULD NOT AGREE THAT UN WAS BEING LIGHTLY THRUST ASIDE.
ARRANGEMENTS FOR CONFERENCE WERE BEING MADE IN CONFORMITY WITH
RECENT SC RESES, WITH TERMS OF REFERENCE FURNISHED BY SC RES 242.
IT WAS OF COURSE IMPORTANT TO STRESS INVOLVEMENT OF UN IN
CONFERENCE ARRANGEMENTS, BUT SIMPLE FACT WAS THAT A COMMITTEE
CANNOT ARRANGE A PEACE CONFERENCE. IT WAS INTENDED THAT A

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FINAL REPORT OF THE CONFERENCE WOULD BE COMMUNICATED TO COUNCIL,
AND SC WOULD HAVE FULL OPPORTUNITY TO STUDY AND DISCUSS
CONFERENCE REPORT. BENNETT CONCLUDED THAT US WAS IN ACCORD WITH
MUCH OF NON-ALIGNED WORKING PAPER, AND WOULD PREFER THAT IT BE
ADOPTED BY CONSENSUS RATHER THAN BY RES.

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8. USSR (MALIK) SAID IT APPRECIATED AND VALUED NON-ALIGNED
INITIATIVE. THERE WAS NO GROUND FOR SUSPICION THAT INTENTION
EXISTED TO BYPASS SC. USSR AGREED GENERALLY WITH WORKING PAPER,
AND FEW DIFFERENCES COULD EASILY BE RESOLVED. CERTAINLY, SYG
SHOULD PLAY A SIGNIFICANT ROLE IN CONFERENCE; ME CONFERENCE
WAS IN NO WAY ANALOGOUS TO SYG'S "DISASTROUS" MISSION TO PARIS
VIETNAM CONFERENCE. MALIK REPEATED MUCH OF GROUND COVERED
BY BENNETT REGARDING CONFERENCE PROCEDURES, ENDING BY SAYING
USSR BELIEVED SYG SHOULD CONVENE CONFERENCE. MALIK BELIEVED
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IT SHOULD BE POSSIBLE TO POLISH UP TEXT OF WORKING PAPER AFTERNOON DEC 12. REVISED TEXT COULD THEN BE CIRCULATED TO SC MEMBERS AND AGREEMENT REACHED BY CONSENSUS.

9. UK SAID IT AGREED WITH US THAT MOST IMPORTANT CONSIDERATION IS THAT NEGOTIATIONS SUCCEED, AND THAT NO OBSTACLE BE PUT IN WAY OF THEIR SUCCESS. AT SAME TIME, UN HAD LONG BEEN INVOLVED IN ME, AND THERE SHOULD BE "STRONG LINK" BETWEEN CONFERENCE AND SC. UK WAS GLAD TO HEAR THAT SYG WOULD CONVENE CONFERENCE, AND IF HE WAS TO BE THE CONVENER, IT WAS LOGICAL THAT HE SHOULD ALSO BE IN CHAIR. UK WAS IN BROAD AGREEMENT WITH NON-ALIGNED WORKING PAPER, THOUGH IT MIGHT WISH TO ADD MINOR AMENDMENTS TO LAST PARA. FOR EXAMPLE, SYG COULD BE RELIED ON TO REPORT TO COUNCIL AS APPROPRIATE WITHOUT BEING TOLD TO DO SO, AND CERTAINLY NO RESTRICTION SHOULD BE PLACED ON PRECISELY HOW HE SHOULD REPORT. COUNCIL SHOULD WISH SUCCESS TO PEACE CONFERENCE.

10. ALL OTHER MEMBERS OF COUNCIL SP KE BRIEFLY, MOST OF THEM AGREEING GENERALLY WITH WORKING PAPER, AND NONE HAVING PARTICULARLY STRONG OR UNUSUAL VIEWS ABOUT NATURE OF SC OR SYG PARTICIPATION IN CONFERENCE.

11. AT INDIA'S SUGGESTION, COUNCIL DECIDED THAT AT 3:30 PM, DEC 12, AN INFORMAL, OPEN-ENDED DRAFTING GROUP SHOULD MEET IN EFFORT TO AGREE ON TEXT OF RES OR CONSENSUS.
BENNETT

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Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: INFORMAL SECURITY COUNCIL CONSULTATIONS ON ME
TAGS: PFOR, XF, UNSC
To: STATE INFO LONDON
AMMAN
BEIRUT
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